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ABSTRACT

Developed for the Board of Governors of the California Community Colleges (CCC) as part of a larger study of academic quality, this report presents a preliminary analysis of student matriculation, a guidance process which brings the student into an agreement with the college for the purpose of achieving the student's educational objectives through the college's established requirements. After introductory material on the charge of the Task Force on Academic Quality, a preliminary model for student matriculation is delineated. Statements of the philosophy and purpose of matriculation, a definition of matriculation, and a differentiation between matriculated and non-matriculated status are presented, along with the model's components (i.e., application for admission, orientation, assessment, academic counseling/advisement, course enrollment, and follow-up on student progress). The final sections propose an observational study of the colleges in which components of the model are already in operation, and anticipate resources that will be needed to implement matriculation throughout the community college system. Appendices include the prospectus of the CCC Task Force on Academic Quality, a matriculation classification developed by the Academic Senate of the CCC, a statement on the diversification of community college missions and constituencies, and illustrations of the Learning Assessment Resource Consortium's assessment/placement model. (HB)

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Board of Governors
California Community Colleges
July 14-15, 1983

Item 6

Title: Student Matriculation: A Proposal to Study a Preliminary Model

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Summary

1. In April, 1983, the Chancellor appointed a Task Force on Academic Quality. The full charge to that group and a roster of the members are attached as Appendices A and B, respectively. A major task undertaken by the Task Force is to study and refine the concept of "student matriculation," and to arrange for observing components of a preliminary model of a matriculation process in several community colleges during the academic year 1983-84.

2. This item contains a preliminary analysis of student matriculation, including statements of the policy assumptions made by the Task Force, a statement of philosophy, a definition and statement of the purposes of matriculation, a comment on distinguishing Matriculated Status from Non-matriculated Status, descriptions of the preferred components of a model, plans for observing existing components in several colleges in 1983-84, and preliminary comments on resources that would be required to implement a matriculation model in all colleges should the results of the observational study indicate that statewide implementation is desirable.

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I. Introduction

The Chancellor, in April, 1983, appointed a Task Force on Educational Quality to consider and make recommendations concerning several educational issues which currently affect public policy-making for the California community colleges including the need to establish criteria for delineating Associate-and Baccalaureate-appropriate courses, to define the role of community colleges in providing remediation, and to develop model processes that assist students in making appropriate educational choices and thereby help them to succeed in reaching their goals in a timely manner. The full charge to the Task Force is in Appendix A, and the membership roster is Appendix B. This item focuses on one of the major areas within the scope of the Task Force's charge: the need to study and refine the process of matriculation as a means of improving both quality and accountability of community college education.

Webster defines the verb "matriculate" as "To enroll in a group, especially a college or university." Recent, renewed interest in the concept in California educational and public policy development circles, probably derives from its earlier use in New York and Florida, where the "open door" philosophy is, by state policy, conditional upon a student's willingness to matriculate formally; that is, to undergo skills testing, advisement and placement in courses that are appropriate to the students' abilities and aspirations. In California, no such statewide policy has existed; and, although many colleges have maintained relatively structured admission, and advisement procedures, at least for some categories of students, many others gradually relaxed or abandoned them, during the sixties and early seventies, in the interest of accommodating the increasing heterogeneity of student abilities and aspirations and the broadening scope of functions and programs deemed appropriate to the "comprehensive" community college mission[1].

In time, critics began to attribute a number of educational and public policy concerns to the absence of conditional admission. Thus, the term "matriculation," or references to its several components, began to appear in various reports prepared by the California Postsecondary Education Commission, including the Commission's response to the community colleges' course classification system proposal and its discussion paper Missions and Functions of the California Community Colleges (1981). It was, however, the Commission's April, 1982 response to Assembly Concurrent Resolution (ACR) 81, concerning student fees, that brought the concept to widespread attention.

There, in discussing the need "...to assure that only those programs that have greatest state priority are subsidized by the State...", the Commission implied that one basis for fees might be to establish formal, uniform, admission procedures which could distinguish "...whether students are enrolled in an educational program or taking (courses) on an intermittent basis" or for "avocational/recreational" reasons.

[1]Appendix D contains a statement which elaborates the diversification of community colleges' missions and constituencies during the period after World War II.

In addition, the Board of Governors in its "contingency fee plan," suggested that, if fees must be charged, they might be based on student intent, identified in a matriculation process. Other individuals and groups felt matriculation would provide better, more well informed guidance to students in making their educational choices. The Academic Senate of the California Community Colleges, for example, defined the concept of the "matriculated student" and passed a resolution endorsing its use in the community colleges. (See Appendix C).

Over the past few years, dozens of colleges have pilot tested or fully implemented one or more of the components suggested in the Senate's model, and Learning Assessment Resource Consortiums (LARCS) have formed to assist colleges statewide in establishing student assessment, advisement and placement programs.

The inclusion of matriculation in the scope of issues undertaken by the Task on Academic Quality is intended to refine the concept and clarify its educational purposes in the community colleges.

II. Policy Assumptions of the Task Force

In its earliest discussions of the concept of matriculation the Task Force on Academic Quality has identified several assumptions that will guide its work in this area.

First, the Task Force views its work on the matriculation concept as being valuable exclusively for its educational usefulness in providing improved guidance to students and not as a tool for determining who should and should not pay fees, if fees were to be imposed.

Second, the Task Force recognizes the sense of urgency on the part of some that a matriculation model (or models) should be developed and implemented quickly, lest an inappropriate model be imposed for inappropriate purposes and without professional study. At the same time, the Task Force believes that since the purposes of a model are educational, since many colleges are already implementing features of a model and since any statewide model would have complex implications both for the concept of access and for governance authority, the development of a statewide model should result only, if at all, from a deliberate study of existing components of a tentative model during the 1983-84 academic year. The Task Force assumes that this good faith, deliberative effort will forestall precipitous public policy actions related to community college funding for 1983-84.

A third major assumption is that implementation of a matriculation model will be consistent with the California Community Colleges' commitment to open access. Matriculation, with its attendant skills testing, guidance of students into appropriate courses and reporting on student progress, is not a device for screening out students, but rather a mechanism to assure that access is followed by maximum opportunity for success.

Fourth, the Task Force believes that there may be a need for some students to be enrolled in a community college for reasons that would not require their participation in a full matriculation process. For example, it may be useful or necessary to permit students to enroll initially on a non-matriculated basis in order to permit limited exploration before matriculating. Or it may be that certain categories of students or courses should be exempt from matriculation. The Task Force expects to pursue and resolve these issues during the period of study.

Fifth, the Task Force's efforts concerning matriculation should in no way be construed as suggesting a need to restrict or reduce the mission of the community colleges. Rather, matriculation should result in a clearer delineation of the functions within the mission by assisting students to choose those programs and services that are most appropriate to their readiness and their educational goals. Conversely, the guiding of students into appropriate programs should permit the establishment and maintenance of standards that are appropriate for each program or function.

Finally, in all of its deliberations, the Task Force is sensitive to the need to maintain a significant degree of local flexibility in the design and implementation of a matriculation model.

III. The Preliminary Matriculation Model

Below are set out what the Task Force recommends as a preliminary model for a student matriculation process in the California Community Colleges. It is expected that any aspect of the preliminary model may be modified during the period of observational study in 1983-84 and that a revised model will be brought to the Board for further consideration. The Task Force wishes to assure the Board that it considers the study to be an open inquiry regarding not only the proposed components, but also the basic issue of whether a statewide model is either desirable or necessary. Further, if statewide implementation is determined to be desirable, the Task Force believes that a phase-in period of at least two years should be provided.

A. Statement of Philosophy on Matriculation

California Community Colleges are committed to serving adults of all ages who can profit from instruction and they have a special responsibility to ensure equal access to postsecondary education. Colleges provide transfer education, employment preparation instruction, continuing and community education and community services, as well as student support services to enable students to participate successfully in the programs of the colleges.

In carrying out these functions and responsibilities, the community colleges have an obligation to assist students in attaining their educational goals by providing information and guidance concerning the choices that are available to them. Students, in turn, have a responsibility to pursue their goals with behavior which reflects respect for college standards and a sense of stewardship of public funds.

B. Definition of Matriculation

Matriculation is a guidance process which brings a student into an agreement with the college for the purpose of achieving the student's educational objectives. The agreement acknowledges responsibilities of both parties to reach those objectives through the colleges' established requirements. On the college's part, the agreement may include providing admission, assessment, counseling and/or advisement, course enrollment and follow-up on student progress. On the student's part, the agreement may include declaration of an educational objective, diligence in class attendance and completion of assigned coursework, completion of courses and maintenance of academic progress toward the educational objective according to standards established by the college and the State.

C. Purposes of Matriculation

The primary purpose of matriculation is to assist students in achieving their educational objectives within the framework of the colleges' missions. Matriculation does this by matching students' abilities and aspirations with the colleges' functions and programs, thereby helping students understand their options and helping colleges to maintain standards. Matriculation is also seen by some as providing other educational and public policy benefits. Some critics have implied that matriculation would be useful as a means of "weeding out" some students, as a basis for implementing fees or as an indirect approach to the question of what functions are or are not vital to the mission of community colleges. Although the Task Force rejects these implied purposes as primary for matriculation, it is clear that the severity of economic conditions at this time make such purposes attactive, on the surface, to those who must select the preferred uses of scarce resources.

The Task Force believes that legitimate concerns about accountability do not derive from the colleges' commitment to equal access or from their comprehensive mission. What is needed, rather, is to redefine the relationship between open access and comprehensive mission, so that clearly delineated functions within the mission are appropriately matched to the abilities and aspirations of students. This matching would enable the community colleges to be accountable for each of the functions within the mission and enable policy makers and the general public to more accurately assess the public value of each. It is in this context that implementation of the concept of matriculation can serve purposes beyond its primary one of assisting students to achieve their educational goals.

That is, if students are guided to make educational choices that are appropriate to their abilities and aspirations, they are:

--more likely to make wise choices within the curriculum, and

--more likely to make choices that will enable them to progress toward their educational objectives.

If students make wise curricular choices, there will be:

--greater likelihood of productive uses of the curriculum and the public resources that support it, and

--more likelihood that students will avail themselves of the college functions as they were intended to be used.

If students avail themselves of the functions of the college for the purposes intended, there will be:

--a clearer delineation of the functions of the colleges, and

--an improved opportunity to maintain standards appropriate to each.

If college functions are delineated and maintained according to appropriate standards, there will be:

--an opportunity to focus the teaching and learning process, thereby improving quality, and

--improved accountability that permits sound public policy decision-making.

D. Matriculated Status and Non-Matriculated Status

It is generally agreed among the Task Force members that the implementation of matriculation in the California Community Colleges, if it is determined to be desirable, should not eliminate opportunities for lifelong learning nor denigrate the value of educational exploration. It is also agreed that the practices of the past quarter century have resulted in the expectation among a large proportion of California adults that community colleges should provide these options. Therefore, the Task Force proposes the study consider and make recommendations on the advisability of making a distinction between "matriculated status" and "non-matriculated" status" as discussed below.

1. Non-Matriculated Status

A student enrolled under Non-Matriculated Status would meet all State and local governing board requirements for admission. However, no units earned by non-matriculated students would be applicable to a California Community College program or degree except by special petition. Upon approval of such petition, a college might apply up to some specified number of units earned under Admission Status to a college program after the student has achieved Matriculated Status.

2. Matriculated Status

To enroll under Matriculated Status, a student would:

a) meet all State and local governing board requirements for admission (i.e., same as for Non-Matriculated Status);

b) complete the matriculation process prescribed by the college and

c) declare an intention to complete one of the five college programs:

1. Transfer - General*
2. Transfer - Major
3. Associate degree
4. Vocational certificate
5. Vocational - General*

To maintain matriculated status, a student must demonstrate progress toward the declared goal by meeting one or more of the following minimum requirements each term she or he is enrolled:

a) Satisfactory completion of one course applying to the declared program;

b) Satisfactory completion of one course which meets general education requirements;

c) Satisfactory completion of one prescribed remedial course to overcome diagnosed academic deficiences.

In addition, the student must maintain satisfactory academic status as delineated in the Board of Governors' Minimum Standards for Grading Policies and Student Academic Progress Policies as well as such additional standards as are established by the local governing board.

*The two declaration categories indicated as "General" are intended to accommodate those unique and valuable educational objectives of individuals which need not be attained through the completion of a full, traditional program of study. Examples of such objectives include, but are not limited to persons desiring retraining or upgrading in a vocational field and persons, such as those with learning disabilities, who might need a specialized, preparatory program prior to enrollment in a standard program. It is assumed that students declaring an objective under the "General" categories would get approval of a prescribed individualized program that leads to the declared goal and that satisfactory progress would be measured by successful completion of offerings from the prescribed program.

Discussion: The distinction made here between Non-Matriculated Status and Matriculated Status indicates that the historical functions of community colleges set out in the California Master Plan for Higher Education --that is, transfer education, occupational preparation and general education--could only be attained by students who were willing to formally matriculate and meet the standards attendant to that process. At the same time, Non-Matriculated Status could leave open the opportunity for exploration before deciding upon an educational goal as well as for occasional or intermittent enrollment for purposes of continuing education or avocational or recreational pursuits.

It should be noted that while units earned under Non-Matriculated Status could not be applied toward completion of a formal educational program or degree (except a limited number and by special petition after achieving matriculation status), there might, technically, be no limit to the number of units a student could accumulate under Non-Matriculated Status. Some members of the Task Force believe that open-ended accumulation of successfully completed units under Non-Matriculated Status is appropriate in that it encourages lifelong learning. Others, however, would place either a state or locally determined limit on the number of units a student would be permitted to earn under Non-Matriculated Status. Presumably, a student who reached the limit would either matriculate, be prohibited from enrolling in additional courses or, perhaps, pay an audit fee for any additional courses. This limited term Non-Matriculated Status could provide a way of sorting out both those students who desire to enroll for avocational/recreational reasons and those who would enroll indefinitely without attaining any particular educational goal. Still other Task Force members would prefer that all students matriculate, thus rejecting the concept of Non-Matriculated Status altogether. This plan, it would appear from what is known about current enrollment patterns, assumes either: 1) that declaration of an educational objective would not be required for matriculation, 2) that students not willing to declare an objective should not enroll, or 3) that the "General" option would be broadly defined and widely used.

It is hoped that the observational study during 1983-84 will illuminate the feasibility of these options and that the subsequent report to the Board will contain recommendations concerning whether a distinction between Matriculated Status and Non-Matriculated Status is useful.

E. Components of a Preliminary Matriculation Model

Below are the components identified by the Task Force as most consistent with the proposed definition of matriculation and most likely, in combination, to achieve the purposes indicated above.

Each component is discussed separately. It is assumed by the Task Force that there would be considerable latitude provided to districts in refining the components and implementing them.

1. Application for admission
2. Orientation
3. Assessment of:
   a) Fundamental Learning Skills
   b) Educational aspirations
   c) Support service needs
4. Academic Counseling and/or Advisement
5. Course Enrollment
6. Follow-up on Student Progress

1. Application for Admission: Filing the application for admission indicates a potential student's desire to enroll in a community college. It should provide the information that: a) is required for the state-level student information system, and b) is needed or desired by the local college/district, including information needed to facilitate the efficient completion of subsequent steps in the matriculation process. The application may include required submission of transcripts of previous academic work as well as scores from previously administered achievement and aptitude tests. At least the basic application should be required of all students, whether applying for Non-Matriculated Status or Matriculated Status.

2. Orientation programs should be provided for the purpose of acquainting new students with the programs and services provided by the college and with the expected standards of performance. When a distinction between Matriculated and Non-Matriculated status is made, the orientation becomes vitally important, insofar as it is the first opportunity to make clear to a student what are the options under each. Assessment procedures may be scheduled into orientation programs if they are held prior to registration and commencement of instruction.

3. Assessment is probably the most complex component and the one which currently provides the most options, both in terms of what is assessed and how it is assessed. The major purposes of

assessment are: 1) to gather information about a student that is useful in subsequent advisement about educational objectives, course selection, academic progress, and, possibly, personal development; and 2) to provide a knowledge base about students and their educational goals that is useful to the college in planning curriculum.

The question of what should or needs to be assessed is a matter the Task Force prefers to have finally resolved in the 1983-84 observational study, if, indeed, it can be resolved uniformly at all. However, the following have been set out as likely sub-components of assessment:

a) Testing for:

   1. Competency levels in reading, writing and mathematics;

   2. General cognitive skills, and/or

   3. Aptitudes and interests.

b) Assessment of:

   1. Learning skills;

   2. Learning disabilities; and

   3. Limited English speaking status.

c) Assessment of student needs, including:

   1. Financial assistance;

   2. EOPS or HSPS eligibility and referral to services;

   3. Other support service referrals such as to child development centers or women's centers;

d) Assessment of students' educational objectives and aspirations, and

e) Transcript Analysis: The Task Force is inclined, at present, to view the submission and analysis of transcripts as a practice which local colleges should consider the utility of and implement selectively; probably for recent high school graduates and/or those who have taken work in another postsecondary institution within recent years.

Issues related to assessment include:

a) the full range of issues related to test selection, including 1) how to make use of scores from tests previously taken (e.g., high school proficiency, ACT, SAT, CSU proficiency, etc.) to avoid unnecessary duplication; 2) implications of the use, among colleges, of tests with varying degrees of validity or reliability, including the use of locally devised vs standardized, published tests; and c) whether there needs to be some degree of standardization among the colleges and districts with respect to what is tested and what instruments are used.

b) The need to evaluate the success of testing in predicting students' subsequent course choices and performance.

c) The question of cultural or language bias in testing, and

d) The challenge of coordinating existing services in the colleges (including departmental and special program testing) with the institution-wide assessment process related to matriculation.

These and other issues will be systemmatically considered in the observational study.

4. Academic Counseling or Advisement is the process of using assessment information, together with institutional policies and procedures, to advise students about the options available to them and the requisite skills levels for success in each.

Among the issues related to this component are:

a) At what point(s) in the process is it most useful or necessary to provide counseling and/or advisement?

b) Advantages and disadvantages of various formats for providing counseling and/or advisement (e.g., individual, group, computer feedback).

c) Who should or can provide advisement? What are the desirable cooperative arrangements that will need to be made among counselors, instructors, peer counselors and paraprofessionals in order to provide the degree of student information and guidance that matriculation requires? In this regard, the Task Force is mindful of the recently enacted Title 5 regulations on counseling as well as the on-going efforts to distinguish academic advising and educational counseling.

d) Responsibilities for the analysis or interpretation of that may be used.

5. Course Enrollment is simply the existing process wherein a student registers for, enrolls in and completes the work for a specific course or set of courses: the central component of the matriculation agreement.

The key issue regarding this component is whether some or all of the course(s) a student enrolls in are to be prescribed by the college; that is, whether Academic Advisement should be mandatory or advisory. The Task Force believes this is probably a matter of local option, but suggests that the observational study systematically consider: a) the extent that students accept the advice they receive, and b) the relative success in courses of students who do and do not accept the advice.

6. Follow-up on Student Progress

Once a student has been assessed and advised and has enrolled in courses, it is important, for both the student's and the college's purposes, to periodically follow-up on the student's academic performance until the completion of the declared educational objective. This monitoring of student academic progress also serves the purpose of ascertaining whether matriculated status is being maintained. It can take several forms and might well include the following:

a) A system of "early warning" of academic problems that enables academic advisors to initiate contact with the student to identify available remedies, including referral to appropriate support services. This may be done by professional staff or by a computerized system.

b) A comprehensive program of academic support services such as tutorial assistance, basic skills workshops, audio-visual aids, reading labs, etc.

c) Periodic counseling intervention to relate students' academic progress to long-term occupational or transfer goals as well as to the declared objective at the community college.

d) A computerized or other program of periodic follow-up on the initial assessment and advisement to determine the extent that students heed advisement and the relationship of assessment and advisement to student progress.

e) A final evaluation or exit interview upon completion of the declared goal. This serves the purposes of identifying students' immediate plans and providing an improved opportunity for post-college follow-up to assess the extent to which students are successful in their post-college endeavors.

The area of follow-up on student progress, so central to nationally publicized models, is admittedly the area in which the colleges have the least experience. In addition to learning as much as can be gleaned on this component from the observation site colleges, the Task Force will, during 1983-84, make a concerted effort to study the models of student progress in use in other states.

IV. Proposed Observational Study of Matriculation

The model for a matriculation process presented here is preliminary in every respect. While it represents the best thinking of the Task Force at this point in time, it would be folly to assume that all the expertise needed to develop a completely appropriate model could be brought to bear within the short time that has been available. Therefore, the Task Force intends to conduct a study, during academic year 1983-84, to refine its proposal and return to the Board 1984 in to present a fully developed model or alternative models. It will, at that time, also make recommendations regarding the use(s) of the model(s) in the California Community Colleges.

As noted above, many colleges in California already have in place one or more of the components suggested in the model presented here. Several have implemented most of the model, and still others are implementing new components in the coming year. The Task Force intends to use these existing efforts as objects of study during 1983-84 in order to refine the model to be presented to the Board in 1984. Specifically, the Task Force will select 12 to 15 colleges to act as observation study sites. Information will be gathered from all these colleges and 6 to 8 of them will be intensively studied in on-site visits as well.

Selection of Observation Sites

On June 2, 1983, a letter was sent to all districts calling attention to the intent to conduct the study and asking all who would be interested in having their colleges be considered as observation sites to complete and submit a form so indicating and providing additional information. Participation as an observation site will not require modification of existing plans, except that the colleges would be asked to provide information on and permit on-site observations of the components they agree to have studied. If efforts to obtain new resources to support the study are successful, it may also be possible to provide funds to some observation site colleges to implement new or expand existing components. In the meantime, staff is following up on the 28 colleges which have indicated an interest in participation.

Members of the Task Force will participate with the Chancellor's staff in reviewing the participation proposals, following up on specific details as needed, and selecting the observation sites. In selecting the sites, the Task Force and staff will consider:

1. The number of components a college has in place;

2. The extent to which a particular component at a college represents a variation that merits careful study;

3. The extent to which the college already has in place a systematic mechanism for evaluating the component(s) and can, therefore, provide useful data for the study; and

4. The extent to which the observation site group is representative of the California Community Colleges, in terms of geography, demographic characteristics and size.

It is expected that the observation site colleges will be selected in July. After confirmation of participation by the colleges, the Matriculation Sub-Committee of the Task Force will invite representatives of participating colleges to join its meeting in late July to review the proposed methodology for the study, including the proposed reporting forms and site visit agenda as well as the overall approach to the study. This meeting will also give participating colleges the opportunity to have answered any questions they may have about their participation. After the meeting, staff will revise the methodology and instrumentation as necessary and complete a schedule for the study. A progress report on these activities and any other developments related to the matriculation study will be brought to the Board in September, 1983.

V. Resources Needed to Implement Matriculation: A Preliminary Comment

It should be emphasized again that determination of the need for or desirability of implementing matriculation throughout the California Community Colleges must await the findings of the observational study. It is only prudent, however, to anticipate the resource implications of a decision to do so.

As indicated in the preceding section, many colleges are already utilizing substantial resources to support one or more components of the preliminary model. Nevertheless, the amount of resources that would need to be allocated or reallocated throughout the California Community Colleges to implement even the basic components of matriculation is almost certain to be monumental. A major dimension of the observation study will be to determine what are the added costs and reallocated resources that would be required for full implementation. It seems quite likely that in the event it is determined to implement matriculation statewide, the amount of new resources required and the time needed to operationalize some components will require a two-or three-year phase-in. In the meantime, the Task Force has identified the areas set out below as almost certain to be impacted in varying degrees.

1. Admissions and Records;

2. Counseling services, including specialized centers such as career centers, testing centers, and learning assistance centers;

3. Data Processing or Research offices;

4. Special programs such as EOPS, HSPS, Financial Aid, etc.;

5. Instruction (in terms of its potentially expanded role in formal academic advising); and

6. Administration (in terms of supporting, designing and coordinating the effort).

Implementation of matriculation might require, more specifically:

1. Closer coordination than has typically existed previously among counseling, testing, special centers and programs and at least key instructional departments, if not all faculty;

2. The hiring of additional counselors, paraprofessionals, admission clerks and clerical staff;

3. Improved institutional research/data processing capabilities (human and equipment) in order to do necessary record keeping, follow-up research, tracking and reporting on academic progress and evaluation studies;

4. Additional administrative time to coordinate, organize, administer and evaluate the matriculation process; and

5. Consideration of the role of counselors, instructors and other student support staff in providing students with the extent and types of information and guidance that matriculation assumes.

It is almost certain that substantial, new resources would be needed for:

1. Testing costs;

2. Personnel in the counseling and admissions and records areas;

3. Research or data processing personnel, hardware and software; and

4. In-service training.

Potential Sources of Needed Resources

The Observational Study: Although the colleges chosen to participate in the observational study will be those which had already planned to allocate substantial resources in 1983-84 to support one or more components of the model and will, therefore, bear the vast majority of costs, the study will require additional funds that are not anticipated in 1983-84 budgets. Costs will be incurred to support Task Force members' participation in site visits, necessary consultant fees, data processing, and, perhaps most important, to off-set costs incurred by participating colleges that result from the need to provide uniform data for the study.

In addition, the initial responses of the colleges to the invitation to participate as observation sites suggest that it will be necessary to provide at least some funds to some colleges in order to assure observation of an adequate variety of components. There is an especially critical need to support the implementation or expansion in some colleges of computerized systems to follow-up on students' academic progress, as that is, typically, the component that is least often operational at the present time.

At this writing, the community college finance legislation for 1983-84 contains $100,000 to support the observational study. It is suggested that the Chancellor identify an additional $150,000 from the discretionary portions of state categorical programs--or more if the legislative amount is not appropriated--to support the study.

Full Implementation: As suggested above, the observational study should yield precise estimates of the resources that would be needed to implement matriculation statewide as well as a clearer understanding of the time required to effectively implement a model in all colleges. In the meantime, the Task Force recommends that full implementation, if it is determined to be desirable, should occur over at least a two-year period and that the Chancellor seek funds in 1983-84, either in the Budget process or in special legislation, to support implementation during 1984-85 and 1985-86.

APPENDIX A

PROSPECTUS: CCC TASK FORCE ON ACADEMIC QUALITY ISSUES

April 21, 1983

Chancellor Gerald C. Hayward, on behalf of the Board of Governors of the California Community Colleges, has convened the Task Force on Academic Quality Issues. Comprised of the major constituent groups from within community colleges as well as participants observers representing other educational segments and public policy interests in California, the Task Force will consider and make recommendations concerning several educational policy issues which have gained statewide prominence over the past few years. Ultimate resolution of many of these issues is the responsibility of the trustees, staff and faculty of local community college districts. However, since the issues have gained widespread, state level attention and could bear upon policy decisions affecting the community college mission and the concept of access, the Board has chosen to exercise its responsibility for educational leadership by charging the Task Force to illuminate the issues from a state-level perspective and develop recommendations which provide guidance to districts without violating the integrity of local decision making. This prospectus, together with its attachments serves to: 1) elaborate on and provide a context for deliberating the educational issues upon which the Task Force will focus, and 2) establish tentative sequencing and timelines for the Task Force's work.

Why a Task Force?

At the outset it may be well to consider why a Task Force on Academic Quality Issues is being convened at this point in time. What events, concerns, or societal conditions have made the need apparent? First, of course, it is worth noting that the subjects which the Task Force will undertake are legitimate in their own right and worthy of deliberation by those who have a continuing interest in the quality of American education. It would be a mistake, therefore, for members of the Task Force to approach their work from a posture that assumes they are merely responding to external economic or political pressures.

It would be equal folly, however, to not acknowledge both the national climate of concern for educational quality and at least some of the more specific public policy concerns and events in California that have led to the formation of the Task Force.

At the national level the climate of support for educational reform probably stems from two, not-necessarily-related forces which have converged in time. One is the sizeable accumulation of evidence that many of the "products" of American educational institutions are underprepared either for higher level educational achievement or for the world of work. The other is that the nation's economic circumstance demands that publicly supported enterprises, including education, not only be fully acccountable for their resources, but

also reconsider priorities and in some cases, pare back to levels that are economically feasible. Community colleges, whose expanded or comprehensive mission is a relatively new product of post-World War II affluence, may be particularly vulnerable in such a climate. Concern about the underpreparedness of students has, of course, been leveled chiefly at the elementary and secondary schools; but the "spill-over" to higher education is progressing apace, with concern about the preparation of teachers currently taking the forefront. In community colleges, the well publicized "Miami Dade model" and New Jersey's institution of state-mandated assessment and placement testing are indications that the open-ended expansion of the community college mission, which was nurtured on the largesse of the Sixties, is being rethought.

Among the community colleges in California symptoms of these broader trends have been experienced in a number of ways. Most directly and dramatically, of course, they have been felt in the de facto annual reduction in fiscal support for community colleges in each of the past five years.

When funds are in short supply, reduction and modification of programs follows necessity. Theoretically, such reductions and modifications would be based upon the informed perspectives of educators who understand, from first hand experience, the educational needs of their communities. In recent years, in California, however, the rationales for implementing such reductions have been fashioned as often by state-level policy makers as by educators, and in ways that are increasingly less subtle. Moreover, these suggested rationales, even though motivated by economic exigencies, almost always carry strong implications for educational policy, thus challenging the decision-making authority of educators in their most cherished role. The Legislature mandated the course classification system and eliminated "avocational and recreational" courses from eligibility for state support. The Postsecondary Education Commission issued a "white paper" urging a re-thinking of the community college mission and functions and produced the policy rationale for the provision of remedial coursework in colleges and universities. To the extent that educators fail to implement policies that are educationally well reasoned and economically feasible, to that extent will the policy setting roles of the Postsecondary Education Commission and the Legislature itself continue to be preeminent in the educational arena.

What are the "Academic Policy Issues"?

In recent months, a number of separate, but inter-related educational topics regarding community colleges have emerged in relation to the on-going refinement and delineation of the community college mission. Like the broader concerns of educational quality, the prominence of these topics stems from a mixture of educational and economic forces. A desire for brevity prevents a full elaboration of the public policy origins of these topics in this Prospectus. It is essential, though, that those origins be understood by members of the Task Force if they are to be expected to intelligently respond to their charge. One perspective is provided in the enclosed paper, "Is Open Access Being Threatended?". Other enclosures provide more detailed analyses of some

of the topics. In addition, the Bibliography lists documents which elaborate the issues and their origins in public policy circles, as well as documents which reflect the several ways the Board, the Chancellor's staff and other community college constituent groups have already responded to some of the issues. Task Force members should become familiar with all documents listed in the Bibliography.

For purposes of simple conceptualization, the Chancellor's staff views the Task Force topics or issues as falling into three basic clusters as follows:

1. The "Academic Rigor" cluster includes:

   a) the need to define Associate degree applicable courses and programs; and

   b) the need to define Baccalaureate degree applicable courses and programs; and

2. The "Remedial" cluster includes:

   a) the need to define "remedial", for community college purposes and in relation to definitions otherwise in use; and

   b) the need to consider whether community colleges ought to identify a remedial "floor" or level of skills belkw which they would not attempt to remediate and, if so, how a "floor" (or floors) might be applied to the several educational functions of community colleges.

3. The "Matriculation" cluster includes, for community college purposes:

   a) the need to define and consider the usefulness of the concept of "matriculation" as a means of improving the quality of community college education;

   b) the need to identify appropriate models for student assessment, placement and follow-up; and

   c) the need to develop a full "matriculation model" and consider

      1. how its implementation would impact existing patterns of staffing and resource allocation in colleges, and

      2. whether and how it might be related to a fee structure.

How might the Task Force Order Its Work?

The clustering of topics to be considered is probably more useful for conceptualizing the scope of the Task Force's charge than it is for ordering the work. Even the clusters are not truly discreet. For example, one could consider the delineation of BA, AA and remedial levels and the identification

of a remediation "floor" as components of one, larger task. Similarly, though assessment is an essential component of any matriculation model, it is also integrally related to the delineation of BA, AA and remedial levels. Thus, no single linear sequence of tasks is evident. There are, however, certain topics which beg a sense of urgency if only because other documents and policy development activities specify or imply deadlines by which resolution should be accomplished.

Prominent among these is the fact that many deliberations of fees for community colleges include consideration of a fee structure based at least in part on formal matriculation. While it appears unlikely that any fees imposed for 1983-84 would require full implementation of the permanent matriculation model, it seems clear that evidence of a good faith effort to develop the model very soon could help to assure that community colleges themselves will play the predominant role in determining what a permanent model would consist of. Early development of the matriculation concept would also make possible its pilot testing during 1983-84.

Also, CPEC's study of remediation, Promises to Keep, contains a number of recommendations which are relevant to the work of the Task Force. While no specific timelines are set in that document for responding to these recommendations, the document does indicate that CPEC and the CCC should consult and mutually agree on a schedule of responses to its recommendations. These include, among others, consideration of the "remedial floor" issue, development of alternative assessment models and examination of the practice of granting of Associate degree credit for remedial work (i.e., as part of defining AA level).

And finally, the report of the Joint (CCC/CSU) Task Force on Executive Order 167 contains a commitment to work with the UC and CSU to develop a uniform, statewide definition of "baccalaureate appropriate" courses. Again, while no specific deadlines for accomplishing this complex task is stated, it would be useful to engage members of the Task Force in the intersegmental discussions within the next few months. Recently, the Chancellor has indicated to Chancellor Reynolds that it is his desire to assure coordination of the work of this Task Force with the intersegmental deliberations.

It is proposed that the following schedule and sequence guide the Task Force in its work.

April 15, 1983: Announce Task Force membership and provide members with the Prospectus and selected background documents for review.

May 13-14, 1983: Convene Task Force for initial meeting to provide overview of its charge, consider this timeline and modify it as necessary, and agree upon modes of operation and assignments to topic areas.

April-July, 1983:

1) Focus on topics in the Matriculation cluster and on the definition and delineation of BA, AA and remedial levels.

2) Prepare preliminary report on the concept of matriculation and its relation to a fee structure, to be presented to the Board of Governors in July.

July 14-15, 1983: Present matriculation information item to Board.

July-October, 1983:

1) Continue work on definitions and delineations of BA, AA and remedial and prepare information item for presentation to the Board in October.

2) Develop Board action item to implement matriculation model on a pilot basis and present to the Board in September.

3. Begin focus on the issue of the remedial "floor".

September 15-16, 1983: Present action item on matriculation model implementation to the Board

October 27-28, 1983: Present information on delineation of BA, AA and remedial.

November, 1983-February, 1984:

1) Complete deliberation of the BA, AA and remedial delineations and prepare action item for presentation to the Board in January.

2) If appropriate, prepare action item on "remedial floor" for presentation to the Board in February.

January __, 1984: Present action item on BA, AA and remedial delinations to the Board.

February-April, 1984: Conclude work on any items not accomplished according to the above schedule, as well as items which emerge as worthy of consideration during the work of the Task Force.

APPENDIX B

TASK FORCE ON ACADEMIC QUALITY

Roster of Members
By
Sub-Committee Assignments

BA Appropriate Courses:

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APPENDIX C

Source: Academic Senate of California Community Colleges

Resolutions, Fall, 1982

MATRICULATED STUDENT

1. M/S/C (R. Logan, Santa Monica/N. Ochoa, Ventura; M. Dowd, LA Mission; R. Silverman, Santa Monica; A. Stiles, Sequoias)

Be It Resolved that the Academic Senate propose to the Board of Governors that students be classified into matriculated and non-matriculated categories, and that to obtain matriculated status, a student must:

1) Submit a completed application with a complete (high school and all previous college) set of transcripts. An appeal process should be developed to settle disputes which may arise.

2) Have career and academic advisement.

3) Declare one of the following goals:

   a. Transfer (liberal arts)
   b. Associate Degree
   c. Vocational Certificate

4) Be assessed in English and mathematics competency.

To maintain matriculated status, a student must:

1) Show progress towards the stated goal by meeting at least one of the following:

   a. Satisfactory completion of at least one course applying to the declared major each academic term.

   OR

   b. Satisfactory completion of at least one general education course each academic term.

   OR

   c. Satisfactory completion of at least one prescribed compensatory course each academic year to overcome the diagnosed academic deficiencies.

2) Maintain satisfactory academic status as delineated in the minimum standards for grading policy and the student progress policy adopted by the Board of Governors.

3) Maintain continuous enrollment with not more than two lapses of one semester in enrollment (not including summers).

Be It Further Resolved that with the institution of the matriculated student plan, additional funding shall be provided to the local districts for the carrying out of the included assessment and advising processes.

APPENDIX D

Since their beginnings, in the early years of this century, community colleges in California, while seeking always to be responsible to local occupational and cultural needs, had as their chief function the provision of lower division baccalaureate courses and programs. This enabled students to commence their degree programs at the community college and transfer efficiently to complete their work at B.A. degree granting institutions. It was probably the dominanace of this "transfer function" which established the community colleges as one of the three major components of public higher education by the time California's Master Plan for Higher Education was adopted in 1960.

Even before the Master Plan was approved (during the period of dramatic growth that began after World War II), notable shifts had begun to occur in the balance of educational functions performed by community colleges. Transfer enrollments began to decrease relative to overall enrollments. Still, transfer programs remained--certainly in the public's view--as the "base" function. But in the two decades which followed, dramatic changes occurred. The federal government steadily increased its support of vocational education, with funds not only to support new, local level programs but also to support state administration and statewide program development efforts. Local "matching" expenditures for vocational programs far exceeded requirements, until today they amount to more than ten times the federal funds. Perhaps even more important, in the long run, communities increasingly supported the concept of "continuing education" by enrolling in unprecedented numbers in courses which might or might not be part of baccalaureate or vocational programs, but which served individual educational aspirations and needs. Further, state and federal actions based on broader social trends resulted in the establishment of special programs designed to provide educational access to groups not historically served in proportion to their numbers. Significant among these in California are the Extended Opportunity Programs and Services (EOPS), the Handicapped Students' Programs and Services (AB 77) and the 1976 Amendments to the Vocational Education Act, as well as the passage, at the federal level, of the Civil Rights Act of 1964, the Comprehensive Employment and Training Act (CETA) and Title 9 of the Education Amendments of 1972.

Importantly, all of these and other program expansion trends merged in a context of economic affluence and of a society supportive of virtually unrestrained growth. One feature of this context was widespread adherence to the concept of "universal higher education"; that is the idea that national economic well-being could be served, in an increasingly technological society, by making post-high school education accessible to all, and the related idea that a much larger proportion of the populace than had previously participated had the capability to benefit from such education. The cumulative result was unprecedented growth in the number of both community colleges and community college students. Less apparent during the period, however, were the effects of this growth on patterns of student enrollments among the various educational programs offered and functions performed by community colleges. With the strong emphasis on access and on responding to citizens' educational preferences, the community colleges--whose resources were still predominantly derived from local revenues--often focused on widening the "open door", and

the delineations among transfer, vocational and other functions became, in many cases, less precise. Indeed, there may have developed a school of thought that too clear delineation among the various functions is antithetical to the colleges' commitments to access and freedom of educational choice.

In any event, by 1976, a report by the California Postsecondary Education Commission posited the following as its major finding:

> "Thus, continuing education for part-time, adult students has become the dominant function of community colleges, with no resultant neglect of the occupational, transfer and general education functions for more traditional students."

That conclusion was based on a finding not that the colleges were offering fewer courses applicable to baccalaureate or vocational programs or relevant to traditional students, but rather that the characteristics of the students taking the courses and the purposes for which they were taking them had both changed. The earning of degrees and certificates had become secondary, at least as measured by number of enrollees, to the function of providing ongoing education to adults, whose motivations range from "re-entry" to professional upgrading and retraining to strictly avocational pursuits.

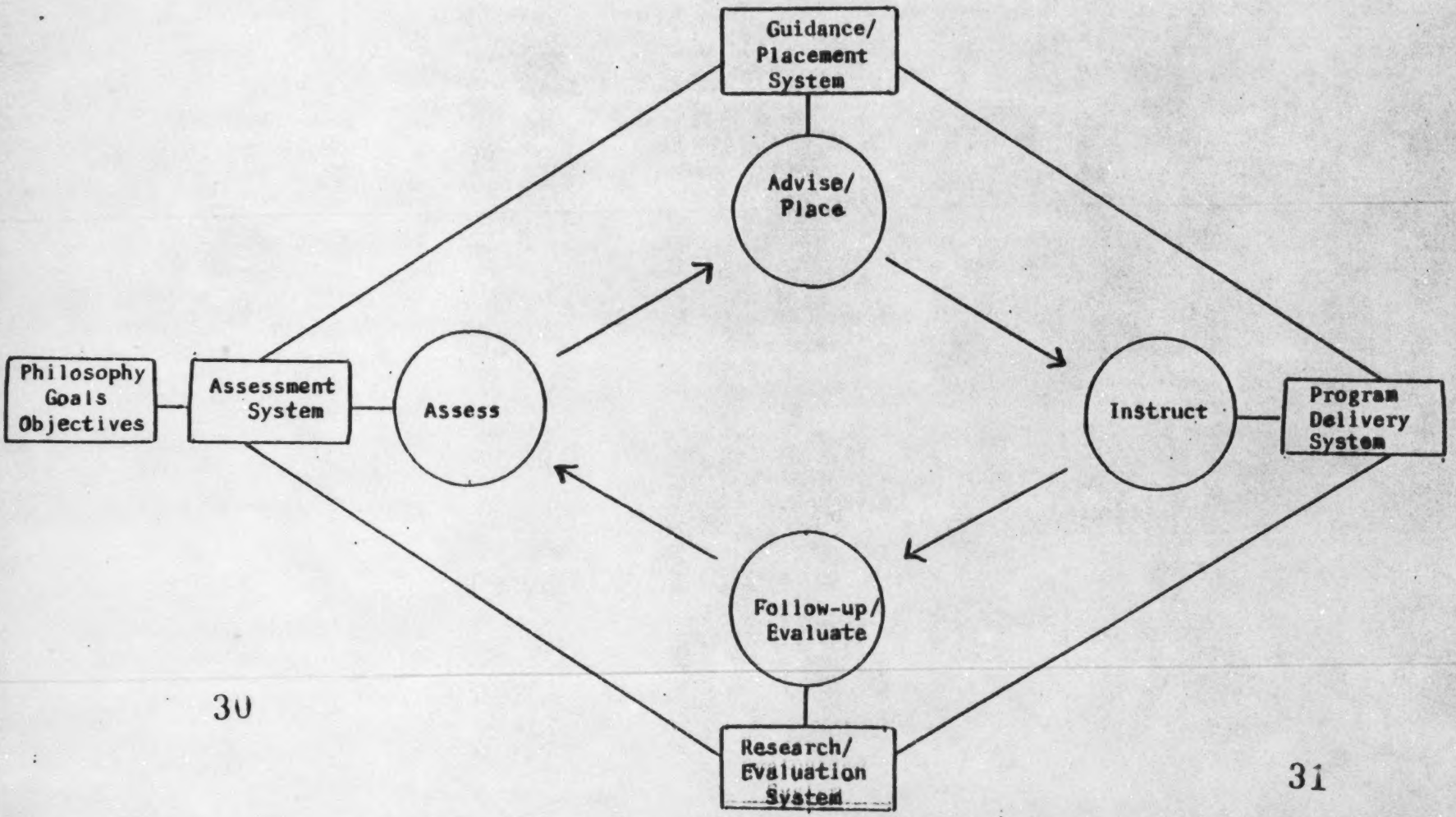
During the second half of the 1970's national and state trends further changed the community colleges. As a result of economic conditions and changing employment trends, a decreasing proportion of all students, even traditional college-age persons, were opting for baccalaureate degree programs and more were choosing vocational options. At the same time, the pool of traditional college-age persons was itself decreasing in size, as a result of declining birthrates during the preceding decade. While it is not clear whether or how it is related to these other trends, there was also a marked decline among high school students in performance on national standardized tests of language and math skills.

Finally, the social and economic context within which these more recent trends have emerged is dramatically different from that in which the longer term trends, described above, occurred. Rather than affluence and phenomenal growth, the recent scene has been marked by severe economic decline and increasing restrictions on enrollment growth. In addition, the passage of Proposition 13 in 1978 created a sudden and dramatic shift in the predominant source of revenue for community colleges from the local to the state level. And with the shift in revenue source came also a shift in the focus of decisions about accountability, not only with respect to traditional arenas of state concern, like equal access, but with respect to priorities among the colleges functions. In such a context, it should not be surprising to hearing increasing use of dichotomous terms such as "state vs private interests", "serious vs casual students" and "degree applicable vs avocational/ recreational courses".

CHART I

LARC CONSORTIUM
ASSESSMENT/PLACEMENT MODEL

The Assessment/Placement System



APPENDIX E

CHART II

LARC CONSORTIUM
ASSESSMENT/PLACEMENT MODEL

Steps in the Development of an Assessment/Placement System

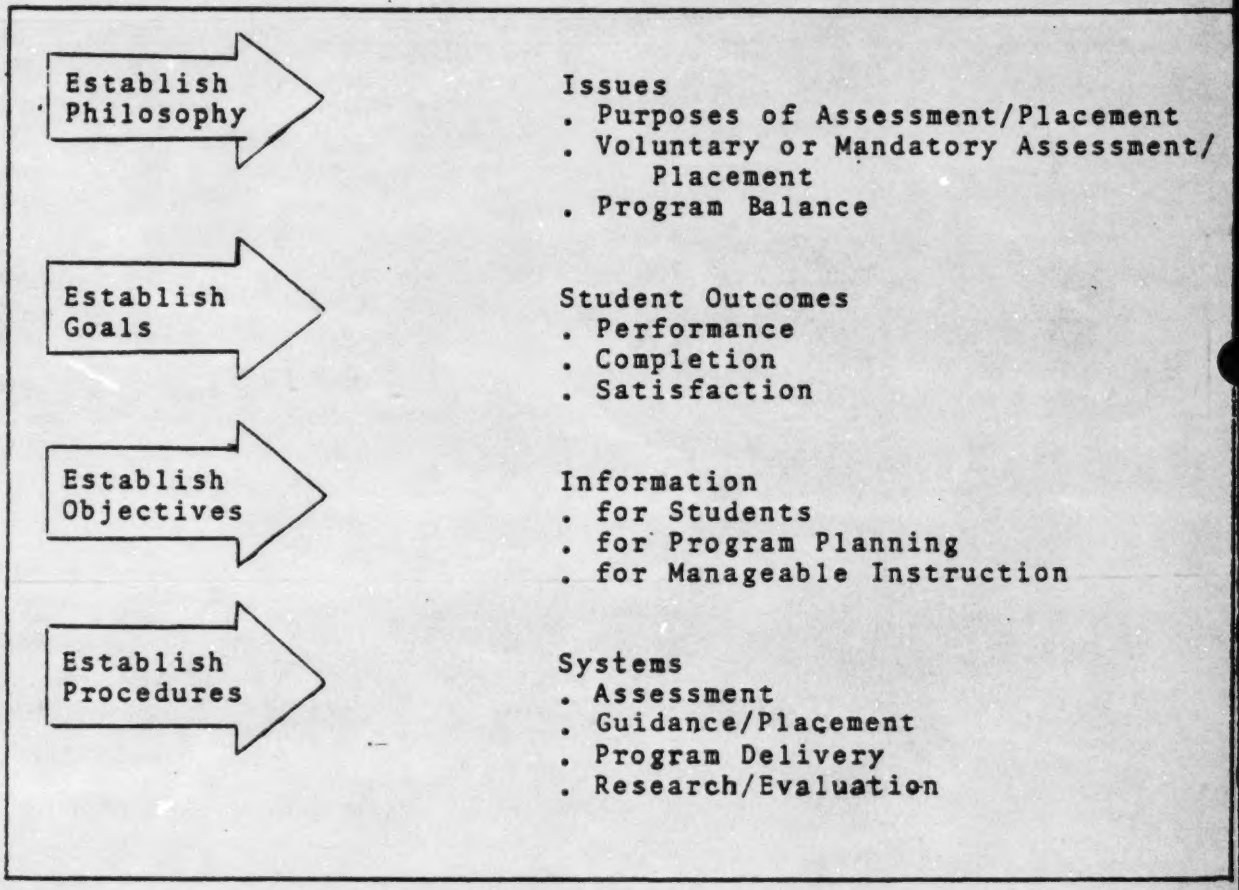


CHART III

LARC CONSORTIUM
ASSESSMENT/PLACEMENT MODEL

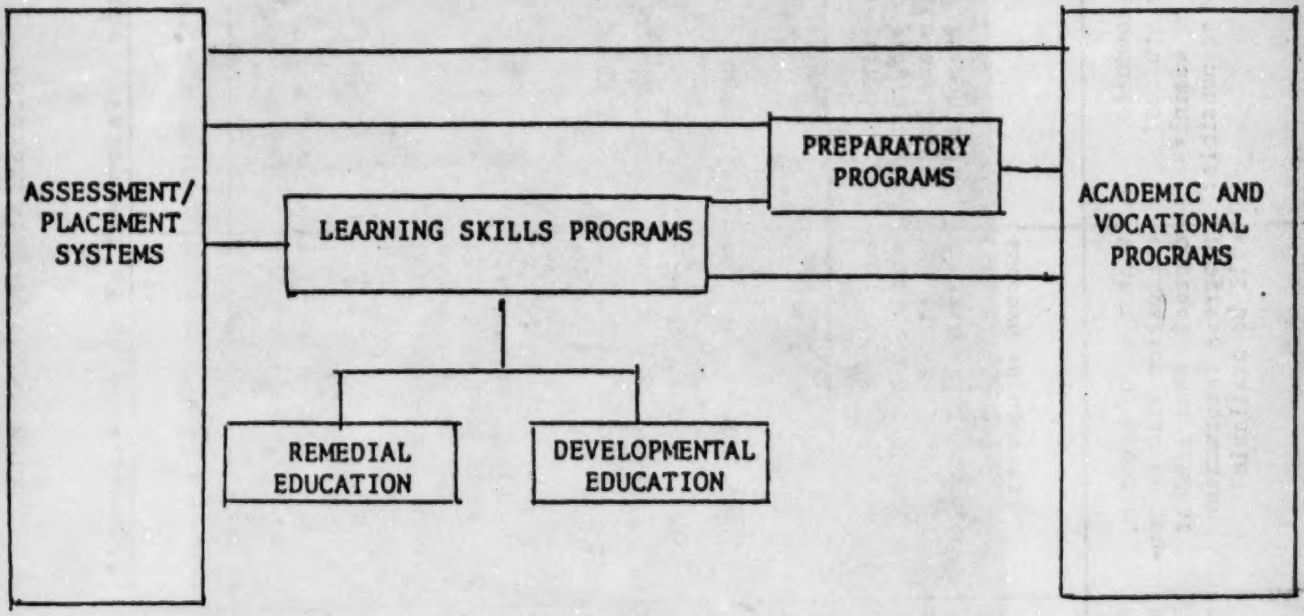
Guidelines for the Development of an Assessment/Placement System

SYSTEMS	WHO?	WHAT?	HOW AND WHERE?
Assessment	Who will be assessed? Who will do the assessing? Who will be administratively responsible?	What basic skills areas will be assessed and used to determine placement? What tests will be used? What will be the cut-off scores for placement? What alternatives to standardized tests will be available?	How will an assessment/placement system differ from a diagnostic system? How will one use an assessment/placement system? How will the system be able to screen large numbers rapidly and inexpensively? How and where will testing take place?
Guidance/ Placement	Who will do the advising? Who will be administratively responsible?	What are advising needs? What is the relationship of the advisory system to other support services?	How should advisory services be delivered? How should advisors be selected and trained? How do you unify placement and information?
Program Delivery	Who will determine available programs? Who will be administratively responsible?	What courses will be available for skills placement? What minimum skill competencies are needed to succeed in courses?	How many courses and levels will be available? How will staff be trained?
Research/ Evaluation	Who will conduct follow-up studies? Who will be administratively responsible?	What type of program evaluation will be conducted? What student progress information will be available?	How will one adjust placement as needed based on research results?

CHART IV

LARC CONSORTIUM
ASSESSMENT/PLACEMENT MODEL

Suggested Program Delivery System



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OCT 7 1983